



UNIFEM WORKSHOP ON GENDER & SECURITY SECTOR REFORM

Summary

SEPTEMBER 2009



Table of Contents

Part I: Gender & Security Sector Reform

Introduction

Context

Part II: UNIFEM & Gender Sensitive Security Sector Reform

UNIFEM & SSR

Findings

Challenges & Capacity Needs

Part III: UNIFEM: Next Steps

Defining UNIFEM Niche

Upcoming Entry Points

Annex

Activities Table

Agenda

Evaluation results

GENDER & SECURITY SECTOR

CAPITALIZING ON DEVELOPMENTS BOTH AT THE PROGRAMMING AND POLICY LEVEL, UNIFEM CONVENED A THREE DAY EXPERIENCE-SHARING WORKSHOP ON SECURITY SECTOR REFORM (SSR), BRINGING TOGETHER REPRESENTATIVES FROM ALL UNIFEM COUNTRY OFFICES INVOLVED IN SSR RELATED PROGRAMMING. THE FOLLOWING SUMMARY PROVIDES BACKGROUND AND KEY FINDINGS FROM THE WORKSHOP, ALONG WITH AN ANNEXED TABLE CONTAINING AN OVERVIEW OF UNIFEM COUNTRY OFFICES' ENGAGEMENT WITH THE SECURITY SECTOR.

In broad terms, security sector reform is intended to transform security sectors and systems, “*which includes all the actors, their roles, responsibilities and actions – working together to manage and operate the system in a manner that is more consistent with democratic norms and sound principles of good governance, and thus contributes to a well-functioning security framework.*”¹

As discussed in detail by participants during the three day workshop, gender responsive security sector reform requires normative, institutional and procedural reform of security institutions that includes a commitment to protect women, to advance their rights and practical access to services, and to ensure that policies are translated into instructions and incentives for implementers. It also requires changed performance measures, monitoring, and review procedures, and infrastructural facilities that increase women’s security.²

Any transformation of security sectors and systems must include increased recruitment and retention of women and systematic oversight and correction procedures that enable and encourage women to participate in oversight and financing of security sectors, as well as demanding answers, correction of mistakes, and improvements. Importantly, sustainable security sector reform also requires addressing and eradicating deeply engrained biases against women and other gender biases through culture change, including working with men and issues of masculinities.

UNIFEM & GENDER SENSITIVE SECURITY SECTOR REFORM

Gender sensitive security sector reform is key to developing security sector institutions that are non-discriminatory, representative of the population and capable of effectively responding to the specific security needs of diverse groups.”

- UN Secretary General, Secretary General’s Report on Security Sector Reform

UNIFEM’s approach to gender-sensitive security sector reform (GSSSR) is guided by two key policy frameworks: the Secretary General’s report of 23 January 2008 on the role of the UN in supporting security sector reform as well as the

UNIFEM 2009 SSR & Gender Workshop Goals:

- Gain a greater insight into the diversity of UNIFEM’s programme support to SSR in various contexts (conflict, post-conflict & peacebuilding), key strategies and partnerships;
- Identify innovative approaches, trends, lessons learnt and challenges;
- Identifying capacity and resource needs;
- Provide an overview of SSR policy processes at HQ to field staff;
- Develop a network of UNIFEM staff working on SSR;
- Build basic understanding on SSR and gender.

¹ OECD DAC, Security System Reform and Governance, DAC Guidelines and Reference Series (OECD: Paris) 2005, p.20.

² Adapted from SSR workshop power point presentation by UNIFEM Governance Peace and Security Chief, Anne-Marie Goetz.

UNIFEM & GENDER SENSITIVE SECURITY SECTOR REFORM

principles outlined in the UNIFEM/UNDP policy brief on gender-sensitive police reform. While the later of these frameworks focuses specifically on police reform in post-conflict contexts, the principles contained therein apply across the security sector.³

Additionally, UNIFEM recognizes the importance of bearing in mind the role of the justice sector as well as that of the legislature and civil society in supporting measures to ensure respect for women's rights within sector structures and vis-à-vis the population as a whole. GSSSR therefore means applying a gender analysis to security sector reform processes, ensuring gender equality principles are systematically integrated at all stages of reform planning, design, implementation and evaluation.⁴ The workshop provided an opportunity to map out the breadth and diversity of UNIFEM support to the security sector⁵ UNIFEM and its country offices are involved in a number of gender-sensitive security sector reform initiatives. UNIFEM's work has supported SSR processes and institutional change through work with national armies, police, intelligence services, judiciaries as well as UN peacekeeping missions. At the community level, UNIFEM and its partners have played an important role in outreaching to and bringing together key actors, such as traditional leaders and women's groups, and by helping bridge gaps between communities, for instance, by building better trust between women and parts of the security sector, such as the police.

In Burundi, for instance, gender focal points have been established within the police, army and the ministry of justice and defense. At the community level, Burundian police and community leaders fighting violence against women have been brought together in dialogue sessions, and an association of police women has been established. In Liberia, UNIFEM's work has supported GSSR sensitization of the police and ministry of justice and 'Peace Huts' - which provide community level resolution and linkage between women, local authorities and the police. In Kosovo, work with the Kosovo Police Service (KPS) and Kosovo Police (KP) has resulted the creation of a Gender Advisor, gender trainers, Gender Equality Board and Gender and Security Task Force. UNIFEM has also supported ongoing efforts for dialogue between women, the KP, judges and municipal authorities for improving response to gender-based violence. In Timor Leste, work with the national police and civil society, including women's groups, has resulted in an increase in reporting of and response to SGBV, including successful resolution of such cases in district courts. In Colombia, work with the justice sector has resulted in a judgment of the Constitutional Court ruling that government programs of protection should incorporate gender perspectives. In Haiti, country programming has prioritized training and outreach with justice sector personnel.

FINDINGS

UNIFEM's Security Sector Focus: Across DFID-funded country programmes and non-DFID funded country programmes, the majority of UNIFEM's work with the security sector is being done with national police. This work has focused primarily on police training, capacity development and policy advice, with notable results including: the establishment of specialized police units in Burundi to respond to violence against women; the establishment of Family Response Police Units in Afghanistan; an increase in women's high level leadership within the

³ In the context of this summary, security sector institutions include the defence forces, police, corrections, customs and immigration.

⁴ Policy briefing paper: Gender Sensitive Police Reform in Post Conflict Societies. UNIFEM and UNDP, October 2007.

⁵ For an overview of interventions, see Annex 1 and or contact annekristin.treiber@unifem.org for country specific interventions.

Kosovo Police Service and a faster and more expanded police response in Rwanda as a result of free telephone hotlines, motor-vehicles and interview rooms. Some UNIFEM country programmes are also providing training and policy advice to national militaries and ministries of justice, such as in Timor Leste where work with the national police and civil society, including women's groups, has resulted in an increase in reporting of and response to SGBV, including successful resolution of such cases in district courts, and in Ecuador where gender trainings, including training on gender-based violence related issues, have been given to top military officials.

Country programme managers identified a need to strengthen and develop an integrated approach to working with the security sector, going beyond the police and engaging at the strategic policy level (national security policy, security sector review processes etc). At the same time, it was pointed out that UNIFEM should enhance coordination between other security sector actors and the police, as well as upscale existing work at the community level by bringing together state security actors, traditional community security initiatives and women's organizations and networks.

UNIFEM Security Sector Entry Point: In assessing UNIFEM's entry point in working with the security sector, it became clear that women's security and protection from VAW/SGBV was identified as a common entry point and objective for UNIFEM engagement across all country offices, rather than 'security sector reform' more generally. Accordingly, this places SSR within UNIFEM's strategic objective 2 (Ending Violence against Women) both in terms of entry point and finality. In terms of approaches and strategies, country offices tend to engage both the supply side, by working with security sector institutions and addressing their governance (policy advice, capacity building and training with a view to supporting gender-response operations), and strengthening the demand side by working with civil society organizations, namely women's groups, to generate stronger accountability for effective security sector service delivery with regard to women's security.

UNIFEM Work with Partners & Institutions⁶: A need to work at national, local and regional levels and across institutions with a range of partners was identified. Programme managers felt one way to achieve greater results on the supply side, such as with the police, is by increasing demand at the community level and recommended working on links between increasing demand and increasing supply. It was also noted that advocacy must be grounded in experiences of women from all communities experiencing any particular conflict and must be carried out at multiple levels – local, national, regional global.

UNIFEM Global/Cross-Regional Sharing: Programme managers said they gained from sharing regional/global experiences and good practice and expressed the need for continued cross regional exchanges in order to continue to unpack and popularize GSSR with security sector actors and with partners at the local/community levels.

⁶ See Annex 1, chart

CHALLENGES & CAPACITY NEEDS

Technical Expertise, Capacity & Skill Development: As partners look to UNIFEM for technical assistance on GSSR, a need to strengthen UNIFEM offices/staff expertise, research and analysis on GSSR was identified, as was the need to build institutional capacity to ensure sustainable responses to SGBV – a key entry point for UNIFEM in the area of GSSR. Provision of training and creation of relevant knowledge products, including GSSR guidelines for UNIFEM staff and project partners was recommended.

Data Collection: Increased data collection on issues of gender and SSR, including linkages between local and national level work was identified as a challenge and capacity gap, including the need for data collection protocols.

Strengthening National Ownership of Women’s Security: Need for better ownership of GSSR issues by police and other security sector actors. GSSR should be introduced early on in peace negotiation processes and during DDR. Gender mainstreaming of GSSR should be an internal process and owned by top management. More opportunities should be created for including citizen participation in GSSR.

Enhancing Incentives: Need to enhance work on incentives for security sector actors to make it worthwhile to protect women and respond to their needs. This would entail supporting career and ranking regimes within the security forces, i.e. engaging at the policy level.

Monitoring and Accountability: Need to improve GSSR M & E, including for UNIFEM staff and project partners. Need to further develop accountability mechanisms at the institutional and community level. While UNIFEM currently does not support women’s recruitment to the security sector, increasing women’s representation within the sector was considered a critical strategy for gender-responsive security provision, in particular to increase reporting of gender-based violence to the police.

UNIFEM’s Role within the UN System: Need to coordinate SSR activities with other UN actors (UNDP, UNODC, UN Peacekeeping Missions, etc.) in conflict and post-conflict contexts to ensure gender mainstreaming. This would provide greater impact as well as ensure that women’s security is owned by the sector as a whole, rather than treated simply as an add-on. Participants felt that stronger coordination could also enhance activities aimed to help women to navigate through formal and informal security and justice systems.

Additionally, there is a need to define UNIFEM’s approach to SSR – mandate, approach, guidelines, expectations etc. and to create a role for UNIFEM which is particularly important, for instance, for influencing when and how to spend funds in relation to SSR.

Long-Term Support for GSSR Programming and Initiatives: Long term support, including financing, for GSSR programming and initiatives was identified, including training and continued/expanded work with government ministries, police, military and other security sector actors, particularly given high turn-over rates, especially in police personnel. Sustained programming support should include provisions for enabling women to make it through various process and systems, such as working with the police and accessing justice.

UNIFEM & GSSR: NEXT STEPS

Defining UNIFEM'S GSSR Niche - Building Better Accountability to Women's Security: Based on country presentations and discussions, three strategic areas were identified for UNIFEM's future support to security sector actors and broader Security Sector Reform processes. They are based on UNIFEM's existing work in the areas of:

- a) Governance and Gender Budget Analysis with regard to institutional reforms of security sector institutions; institutional experience and demonstrated expertise in working with government ministries on gender mainstreaming of different subject areas which subsequently has resulted in government's request for UNIFEM to apply this expertise to the Security Sector; working with women MPs to engage in effective oversight and policy advice, which provides an entry point for UNIFEM to extend this area of work to parliamentary oversight committees on security and defence; Gender-Responsive Budgeting work likewise provides an entry point in extending analysis to security budget analysis;
- b) Ending Violence against Women, including Conflict Related Sexual Violence; existing partnerships at the community and governmental level with various security sector actors (police, defence, corrections, customs) with the objective of developing effective protection mechanisms and longer term prevention; linking this work to broader support to the rule of law sector. Based on these two areas of existing work, UNIFEM's strategies in working with the security sector are recommended in the following areas:

1. Institutional Reform of the Security Sector

- Engaging at the strategic level: national security policy, strategy, policy reviews; Security Sector reviews – engaging with existing policy processes through gender mainstreaming and ensuring women's organizations can contribute. This would also include support to UN mission's work on SSR via gender mainstreaming.
- Working with select security sector institutions (police and defence) to support development of codes of conduct, operating procedures, training and training curricula, including pre-deployment for peacekeepers, women friendly policy stations etc with a strong focus on effective responses for the prevention of and protection of sexual violence
- Supporting parliamentary oversight: supporting women's parliamentary caucuses where existent with technical expertise to engage with parliamentary security committees and oversight > this works links with UNIFEM's governance and Gender-Responsive Budgeting (GRB) work

2. Community Focus

- Focusing on women's first point of contact with the security and justice system (traditional justice, community police etc) and building more effective responses – this links with and feeds into institutional reform
- Building demand and accountability for women's security by working with community security actors, women's organizations, local government and supporting civilian oversight, i.e. community security monitoring mechanisms

- Creating incentives for more effective responses at the community level by investing in better resources, recognition and rewards as part of broader institutional reform of the police
- Working with traditional authorities to raise awareness about women’s specific security needs and concerns

3. Working with Regional Organisations and the broader UN system

- Supporting regional policy development, i.e. SADC, ECOWAS, AU focuses on women’s security as and where UNIFEM is supporting these organizations already
- UNPK Missions; supporting existing efforts on Security Sector Reform by providing gender mainstreaming, mobilizing relevant expertise and/or supporting civil society and women’s organizations consultations
- UNCT: assess gaps in existing support and determine where UNIFEM can support and achieve sustainable results based on areas outlined in a) and b)

Upcoming Entry Points:

- UN interim guidance note on gender & SSR – to be coordinated by UNIFEM HQ on behalf of the UN inter-agency Task Force for Security Sector Reform
- HQ Inter-agency missions on Security Sector Reform to UN missions with a SSR mandate: UNIFEM to participate
- National Action Plans on Security Council resolutions 1325/1820 : developing indicators on women’s security
- SCR 1325 + 10: highlighting gender-sensitive security sector reform as a prerequisite for progress on women’s protection and participation. Effective models of UNIFEM support to GSSR
- SCR 1820 + 2: focus on security sector responses to sexual violence as a weapon of war
- Peace Processes: peace agreement sections dealing with security arrangements, longer term Security Sector Reform and DDR